

# Making Progress in Africa: Challenges Old and New

Each year USAID assesses the challenges, old and new, it faces in the extremely diverse and complex development context of Africa. Events in Africa during this last year reminded us that, despite some encouraging signs of poverty reduction, development is fragile. The threats of conflict and the human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) pandemic continue to have a severe impact on human capacity.

Despite these challenges, Africa Bureau programs continue to make a positive difference in Africa. This progress reflects the confidence and reliance of Africans themselves, as control of the economy and polity is shifting from the center to the hands of the people.

This brochure focuses on the most recent performance results in each of the Agency goal areas. In addition to these six goals, the Africa Bureau also seeks to capitalize on crosscutting development opportunities, such as decentralization and women's growing involvement in all aspects of African development. Both are tailor-made for integration within and across traditional development sectors and they generate considerable programmatic synergies. Most importantly, decentralization and the increased involvement of women in development are African-initiated and African-led phenomena, thereby greatly enhancing the sustainability of and return on USAID's investments.

At the core of African development, and a key component of decentralization, is the capacity of African people to address their own economic, political, and social needs. Each sectoral goal area includes a significant program commitment to decentralization, the most important cross-sectoral theme for USAID in Africa. USAID has found that successful local management of schools or health centers can pave the way for improved local governance over natural resources or local financial institutions. Africa Bureau programs count on these proven synergies, knowing that these resources are not only making a difference in health, education, or the environment, but that added benefit exists when Africans use their new skills and empowerment to tackle other development needs.

Women are emerging as important participants in many of the activities that account for the recent steady economic growth in Africa. A significant portion of the success of nontraditional agricultural



KayChernush

*Conducting Tsetse fly research in South Africa.*

export programs in countries such as Ghana, Uganda, and Kenya can be attributed to the heavy involvement of women. Women comprise up to 85 percent of the labor force in the Ugandan flower industry. In Mali, support to a women's credit association provides women with greater access to loans, enabling them to build small businesses. These women, and others like them across the continent, use their additional incomes to pay for children's school fees and supplement food for their families.

Additionally, the positive effects of a strong basic education on women's health and economic status are now well known and universally accepted. The Africa Bureau has invested heavily in getting girls in school throughout the 1990s. As a result, more and better-educated young African women are taking charge of their own social, political, and economic development.

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The Africa Bureau strengthens civil society organizations in Africa by promoting links with similarly focused organizations both within Africa and in the United States. In working to help create an enabling environment for business development and economic growth in Africa, the Africa Bureau is supporting regional enterprise networks and getting results. The West Africa Enterprise Network, for example, has achieved a high degree of credibility within the donor community by undertaking joint work programs with regional financial institutions and instituting a series of practical actions in support of the West African private sector.

## Major Development Challenges

USAID must contend with and respond to the disturbing realities of conflict on the continent, as well as the devastating HIV/AIDS pandemic.

To prevent, manage, and resolve conflict, the Africa Bureau encourages each USAID mission to identify sources of conflict, assess risk, and recommend measures to directly address these vulnerabilities through USAID and other U.S. Government (USG) programs. The Africa Bureau also recognizes that conflict has subregional dimensions and that effective conflict prevention strategies must take into account regional dynamics and interstate rivalry.

USAID needs additional expertise and development tools to develop a deeper capacity to anticipate and respond to conflict risks. Effectively addressing conflict in Africa will require program flexibility and strategic discipline as well as strong partnerships with an array of actors within the USG, donor community, and, perhaps most significantly, with Africans and African organizations.

The other major concern for development is the economic and social impact of AIDS. Since the epidemic began, about 35 million Africans have been infected. In 1998 alone, 4 million Africans became infected with HIV. Southern and East Africa continue to be hardest hit, and only Uganda has shown a significant decline in rates of infection.

The spread of AIDS has the potential to wipe out four decades of progress on a host of development objectives. In the next 10 years, infant mortality is projected to double and child mortality to triple. Two major economic effects are a reduction in skilled labor supply and increased costs, which impact on household incomes, agricultural productivity, industrial production, health delivery, education. Ultimately, the annual GDP growth rate may be reduced by 0.8 to 1.4 percentage points per year.

AIDS has hit professionals and skilled laborers hard in sub-Saharan Africa, particularly civil servants, engineers, teachers, and miners. Moreover, AIDS represents a security issue critical to regional political stability. High levels of HIV infection in the military can have a destabilizing influence, as well as pose risks for the civilian population. The impoverishing effects of AIDS will also affect crime rates.

As staggering as these figures and the impact of HIV/AIDS on Africans and African society are, the Africa Bureau can do something to prevent new cases of HIV and help those affected. USAID's assistance has helped achieve a decline in prevalence in Uganda, Senegal, and communities in Tanzania and Zambia. Successful community action models have been established in Malawi, Uganda, Zambia, and Zimbabwe. Future directions of USAID programs will focus on making programs more cost effective, with the objectives of protecting populations not yet infected, and reducing impact and increasing care in severely affected countries.

This past year, USAID has attempted to identify the best combination of programming necessary for growth and stability on the continent. USAID learned valuable lessons about fostering and safeguarding economic, agricultural, and technological growth in Africa. The global financial crisis reminded us of the fragility of economic stability and the need to mitigate the vulnerabilities Africa faces as it becomes increasingly open to world markets. The Africa Bureau continues to encourage governments and organizations to enhance electronic capabilities and use information resources to improve communication policy environments in African countries. USAID assists target countries to gain competitively priced access to the Internet, ultimately affecting all sectors of development. In these ways, USAID's efforts will assist Africa to keep pace with the rest of the world as it enters the new millennium.

We dedicate this publication to a well-respected colleague, Jerry Wolgin, who retired as director of the Africa Bureau's Office of Sustainable Development in September 1999. Jerry worked tirelessly throughout his distinguished career to improve the lives of Africans through intellectual excellence and human compassion. The Africa Bureau would like to express its gratitude to Jerry who, over 20 years of service, has made a tremendous contribution to USAID's efforts.

## Agency Goal: Broad-Based Economic Growth and Agricultural Development Enhanced

### *Economic Growth*

#### Recent Trends

The Asian financial crisis had only a slight impact on Africa, resulting in a roughly one-third of a percentage point dip in overall African GDP growth. Only South Africa, the nation most open to trade and private capital flows on the continent, suffered directly as a result of the global economic turmoil. At the same time, the effects of a slowdown in world demand impacted Africa's agricultural sector and, combined with significant levels of civil and military strife, led to a decline in Africa's overall growth rate from 3.9 in 1997 to 2.9 percent in 1998.



Jeff Cochrane

*An Internet training workshop for scientists.*

On the other hand, national income in more than half of Africa grew faster than the population growth rate. Inflation rates dropped to a median rate of 5.8 percent, and budget deficits shrank to 3.75 percent of GDP. With an export growth rate of 5.8 percent, trade continued to be a leading growth sector.

However, Africa's terms of trade declined by 8 percent. Foreign direct investment of \$2.9 billion in 1997 was equivalent to only 1 percent of African GDP, the lowest ratio of any developing region. Development assistance also continues to drop.

#### USAID's Contributions

Among the most successful country-level activities are programs to increase nontraditional exports and foreign exchange earnings in countries such as Kenya, Ghana, Malawi, and Uganda. Success stories from Mali, Kenya, and Madagascar also indicate increased local savings, lending, and private sector investment. Regionally, the Southern Africa program exceeded targets in macroeconomic policy activities.

The six-year Equity and Growth through Economic Research (EAGER) activity is USAID's primary vehicle for conducting policy analysis and research, and has surpassed expectations in influencing economic policy reform in African countries. Last year, four new examples of important policy reforms were reported, including tax reforms in Madagascar, improved financial intermediation for the poor in South Africa, and improved electric power pooling in Southern Africa. Other examples of policy reforms include exchange rate reform in Ghana, trade and investment liberalization in agribusiness in Mali, and improved trade analysis in Southern Africa.

The Africa Trade and Investment Policy Reform Program (ATRIP), part of President Clinton's Partnership for Growth and Opportunity in Africa, is another USAID mechanism aimed at helping to improve policies and activities that accelerate sustainable and equitable growth in Africa. In the past year, nine analyses or support activities were initiated under ATRIP. Both the ATRIP and EAGER activities were successful in ensuring that key African researchers and policymakers were involved in policy analyses from the outset.

The other goal area of economic growth activities in Africa is to strengthen capacity to design, manage, implement, and evaluate equitable economic growth strategies, policies, and activities. USAID provided support to two key regional capacity building institutions, the African Economic Research Consortium (AERC) and the Secretariat for Institutional Support to Economic Research in Africa (SISERA).

The main purpose of AERC and SISERA is to develop first-rate economists and development managers who can analyze, implement, and take ownership of economic reforms in their own countries. The training activities of these institutions produced nearly 150 new masters-level and seven doctoral-level graduates last year.

#### Program Directions

The policy changes recorded in the last two years are only the leading edge of the results from the three dozen or so major policy analyses currently in draft or final form. Further policy reforms will likely be adopted as drafts are put into final form, and as dissemination of results is expanded.

Additionally, the design of a new program to replace the EAGER activity, is now underway and expected to be completed soon.



## Agriculture

### Recent Trends

Among the signs of positive growth in the agriculture sector during the last decade are increases in the volume and diversification of crops and higher levels of export crops. Foodgrain per person has also trended upward since the early 1990s. During the last two years, however, these measures declined due to both El Niño and low world prices resulting from the global financial crisis.

Another sign of positive growth in the agriculture sector is a new climate in which government, civil society, and business are creating expanded opportunities to increase rural incomes. Governments are conducting policy analyses and public-private dialogues focused on agriculture, while farmers' organizations and businesses are finding greater access to technology, credit, markets, and partnerships. There is also a significant increase in the numbers of women participating in these opportunities.

In addition, the downward trend in agriculture funding during the late 1980s and early 1990s has leveled off due to a renewed commitment to agricultural development. The Africa Food Security Initiative (AFSI) and Africa Seeds of Hope Act are examples of funding mandates involving USAID that target the agriculture sector in Africa.

### USAID's Contributions

USAID's plan to fight hunger in Africa emphasizes two critical areas: equipping farmers and businesses to take advantage of income-generating opportunities, and recovering from many years of ill-conceived agriculture policy. In order to achieve these goals—and cut hunger in half by 2015—USAID has adopted a long-term view. The Africa Seeds of Hope Act will have a long-term impact on growth by building capacity in the agriculture sector. AFSI proposes to invest in rural roads, agricultural technology, and girls' education in order to achieve sustainable growth in agriculture.

Through regional commodity networks supported by USAID, an enhanced research system was designed to improve the competitiveness of African agriculture. Farmers' associations and other community-based organizations have begun to promote agricultural technologies derived from these networks. These technologies help rural farmers and businesses to address and overcome the basic constraints to productivity and income generation.

The financial sustainability of research networks has also improved. For example, the West Africa



Millie Morton

*Success with new crops brings greater food security.*

Small Grants Program, supported by USAID, established a fund to allocate technology transfer grants and made significant progress in transferring technology to farmers, especially women.

In addition, the AfricaLink program, which uses electronic capabilities to improve information exchange among African agricultural researchers, was able to leverage funding from the African Development Bank to secure Internet connectivity for remote research stations.

USAID and its partners examined and promoted options in eight countries related to fertilizer pricing, market development, and agricultural intensification. As a result, the Mozambique government is considering restructuring fertilizer aid programs so as not to destroy emerging private sector suppliers.

Financial services for the agriculture sector were also improved as a result of the USAID-funded Africa Revitalization Program. In five countries (Ghana, Kenya, Senegal, Swaziland, and Uganda) credit unions revised their interest rate policies to begin paying interest on deposits, and thereby attracted more members.

### Program Directions

In the coming months, the Africa Bureau will focus on transferring successful lessons in agricultural technology and sustainable financing of research. It will also work to strengthen the capacity of selected African institutions, such as policy networks and agribusiness associations, to identify and promote policy and program options for improving rural

support services. New areas to further develop include a tree crops network and agricultural grades and standards. In rural support services, broad-based partnerships with private, voluntary organizations (PVOs), international organizations and donors, and the African private sector will be promoted.

## Agency Goal: Democracy and Good Governance Strengthened

### Recent Trends

In Africa, the process of democratic consolidation continues to face many challenges, with conflict continuing to flare in numerous parts of the continent. Aside from the cost in human life and suffering, the renewal or escalation of conflict affects the development of democratic governance throughout Africa. The remilitarization of many countries and engagement in these conflicts distracts leaders from continuing the democratic transition process.

Despite these problems, there have been positive developments in Africa, most notably the democratic transition begun by Nigeria after 30 years of military rule. The 1999 elections marked the end of the first phase of the Nigerian transition, with the election of a new president. Though the challenges to consolidating democracy in Nigeria remain significant, the achievements thus far provide a strong foundation on which to build. This was by far the highlight of a difficult year in democratic development in Africa. Other promising developments included the continued consolidation of democracy in Benin, Malawi, Mali, Mozambique, and South Africa.

A positive trend that continued in Africa is the movement towards greater decentralization of political and economic power. True empowerment of Africans ultimately depends upon the decentralization of authority and control of resources. Nearly two-thirds of African countries have made commitments to decentralize political authority and allow localities more control over the provision of services.

According to Freedom House's annual assessment of "freedom in the world," Africa as a whole continued to democratize last year. In the last decade, the number of free countries in Africa has more than doubled, and the number of those considered partly free has increased considerably. Nearly one-third of countries in Africa are now considered electoral democracies, up from just 8 percent in 1990. Although year to year changes in the number of "free" or "partly-free" countries are difficult to interpret, it is clear that the long term trend in Africa remains indisputably positive.

## USAID's Contributions

Programs have been successfully initiated in 20 districts in **Ghana** to strengthen district assemblies and enhance collaboration between the assemblies and civil society organizations. Ghana's Parliament began inviting civil society organizations to sit in on committee meetings for the first time.

In **Guinea**, significant progress was made in establishing intersectoral partnerships between 22 rural local government units and 149 rural business groups to foster democratic decentralization. With significant technical assistance from USAID and other donors, Guinea successfully completed its second multiparty presidential election.

Steady progress was made over the past year in the development of democratic society in **Rwanda**. Particularly noteworthy was the unexpectedly rapid institutionalization of the public decision-making structure developed under the mission's Local Governance Initiatives activity. The Rwandan government was impressed by the activity's results and decided to enact an election law that patterns local government structures after this pilot. Consequently, in 1999 elections were held at the sector and cell levels.

One of the most notable achievements in **Tanzanian** women's rights was USAID's support to nongovernmental organizations (NGOs) addressing sexual and domestic violence. This culminated in the passage of the "Sexual Offenses" bill, which provides severe punishment for offenders.

USAID's parliamentary activities in **Uganda** began at the end of 1998, and it is already clear that Parliament has assumed an aggressive watchdog role over the executive branch and established an environment for oversight in Uganda. USAID's assistance also helped make significant progress in recodifying the laws of Uganda, a process last done in 1964.

### Program Directions

Since beginning democracy and governance (DG) programs in the early 1990s, 21 USAID missions in Africa now have specific democracy and governance strategic objectives and there are five regional DG strategic objectives, a high number relative to other sectors. Support for civil society has received the most DG spending, but other areas such as governance and rule of law are becoming more prominent. Many programs are now addressing both the demand and supply side of the democratic process at the same time. In FY 2000, there is a projected increase in spending for elections, due to the number of second round elections scheduled for 1999 and 2000.

As funding levels for DG and other sectors continue to be reduced, innovative cross-sectoral activities that link DG with one or more sectors will make the most of limited funds. Missions that focused on linking their sector programs with DG programs reported strong outcomes for all their sectors.

Less than one-fifth of USAID's DG activities in Africa have a direct focus on women, leaving this critical part of the population under-represented in Africa Bureau DG programs as a whole, with some notable exceptions such as Kenya and Malawi. There is a need to strengthen efforts to include women in all aspects of DG programming.

## **Agency Goal: Human Capacity through Education and Training**

### **Recent Trends**

Basic education is a necessary ingredient for today's increasingly small world. Gains in primary education translate into improvements in health care, natural resources management, participatory decision-making, and economic health.

The challenge for widespread quality basic education in sub-Saharan Africa is a daunting one. Only a small percentage of children acquire functional literary, numeracy, and problem solving skills. Repetition and dropout rates remain high. Although female enrollment has increased in several countries, the participation of girls has not yet caught up with that of boys. Only one in three girls enter primary school, and of those, only one of five finishes.

Conflicts and instability in several African countries continue to mar efforts to reform the education sector. For example, rebel attacks in Uganda threaten the well-being of students and schools. Countries emerging from conflict continue to experience problems with children's access to primary education.

AIDS is affecting the education sector as well, and is having a particularly heavy impact on school systems. For example, East and Southern Africa lost 1,400 teachers last year, more than double the number of teacher deaths from the previous year. It is likely that AIDS is responsible for many of these deaths.

Ironically, gains in access to primary school can often present challenges for the quality of basic education. Increasing enrollments, while desirable, have led to a decrease in expenditures per pupil and in the subsequent quality of the classroom experience.

### **USAID's Contributions**

A World Bank analysis has determined that the investment in primary education provides the highest rate of return of any investment in the developing

world. The decline in fertility and birth rates is closely correlated with the number of years of women's education beyond grade four. Furthermore, widespread access to basic education helps strengthen civil society and alleviate poverty.

USAID continues to concentrate its efforts on those countries that place a high priority on supporting the educational system. Working with basic education programs in Benin, Ethiopia, Ghana, Guinea, Malawi, Mali, Namibia, South Africa, Uganda, and Zambia, the Agency has developed a sustainable, classroom-based systemic approach.

Improving the schools themselves is a key component of USAID's program. USAID has worked with local partners to improve school effectiveness in districts in Ethiopia, Ghana, Guinea, Malawi, Mali, Namibia, and Uganda.

Systemic reform is a comprehensive approach that establishes a strategy for educational development. It involves partnerships between NGOs, the government, local communities, and the private sector. An important result of the increased financial transparency is that higher percentages of the targeted funds actually reach the schools on time.

The Association for the Development of Education in Africa and its country-based working groups, funded in part by USAID, support the goal of sustainability. Self-organized, these working groups receive professional and political support from African educators and education ministers to conduct regional and country-level analysis, training, and technical support. USAID has provided significant financial and technical assistance to the working groups for education statistics, the teaching profession, and female participation.

Community schools in Mali represent an important pilot program supporting USAID's sustainability goal. In this program, locally recruited teachers begin teaching students in their maternal language. The program also ensures the provision of adequate instructional materials and provides training and support for the teachers and local communities. The community schools use resources efficiently, and the government is recognizing them as an effective alternative to government schools in these regions.

The Forum for African Women Educationalists (FAWE) is a USAID supported group that female policymakers organize and lead. FAWE has made a tremendous contribution to equity reform and their advocacy has resulted in dramatic increases in female participation in educational systems. In Benin, Guinea, Malawi, and Mali the enrollment of girls has grown





Kim Lucas

*Schoolgirls in Ethiopia.*

dramatically. For example, in Guinea the enrollment of school-age girls doubled from 19 percent to 37 percent from 1991 to 1998.

### Program Directions

Sector investment plans represent a trend that has gained adherents among international donors. A portion of funding is in the form of nonproject assistance, a budgetary supplement that supports a mutually developed reform program. USAID also supports the creation of partnerships that link the educational sector to democracy and governance initiatives. By building support between schools and NGOs, educational systems have greater potential for successful reform. The educational system can then become the means for reinforcing progress in other sectors, such as health and the environment. Additionally, USAID is exploring new possibilities for educational reform in countries that are emerging from conflict situations, such as Rwanda and Nigeria.

### Agency Goal: World Population Stabilized and Human Health Protected

#### Population and Family Planning Programs

##### Recent Trends

The population of sub-Saharan Africa has doubled in just 25 years, increasing at almost three percent yearly since the mid-1970s. Since large families are still the norm and a huge group of young people is about to enter their reproductive years, Africa's

population is projected to double again in less than three decades from the current level of 620 million—even when taking into account declining birthrates and rising deaths from AIDS.

Despite the size of the problem and the enormous constraints, USAID family planning programs are achieving success in an increasing number of countries. The total fertility rate, the number of children a woman can expect to have in her lifetime, has been falling throughout the continent. Across Africa, there is enormous variability in the use of modern methods of contraception, as shown by a contraceptive prevalence rate of 42.2 percent in Zimbabwe that is more than 10 times that in Nigeria, Benin, and Ethiopia.

Throughout the continent, however, the use of contraception is increasing steadily. In some countries the wider acceptance of contraceptive use has been phenomenal; Ethiopia experienced a 49 percent increase in modern contraceptive sales and distribution between 1997 and 1998. In fact, 13 of 14 missions reported an increase over this time period, Zimbabwe being the only exception.

### USAID's Contribution

USAID is playing an important role in achieving measurable progress towards family planning goals, despite traditions, taboos, and other obstacles.

In **Benin**, access has increased at private outlets and public health facilities. Last year, the number of private outlets offering socially marketed family health products increased significantly. Expanded points of sale for socially marketed products and an increased number of rural community-based distribution agents means that more Beninese have access to high quality, affordable family health products and services.

Recent survey data from **Kenya** indicate that fertility rates are continuing a steady decline and use of modern contraceptives continues to rise, reflecting the success of more than 20 years of USAID support.

USAID's FHA-WCA (Family Health and AIDS—West and Central Africa) program supports critical health sector interventions focusing on key transnational problems, promotes regional networking, and strengthens regional African partner organizations operating primarily in four countries—Burkina Faso, Cameroon, Côte d'Ivoire, and Togo.

### Program Directions

The major lesson learned is that to increase contraceptive usage, programs and investments must continue for a long time to reach more isolated

populations. Targeting programs is also essential. In the last few years, mission-supported reproductive health programs have added components to reach adolescents and these programs show solid evidence that contraceptive use is increasing in this group.

USAID needs to continue to focus on adolescents because they are sexually active, greatly at risk of HIV/AIDS (particularly adolescent women), and resort to abortions rather than contraception to control fertility much more than older women. Other major challenges are the security of contraceptive supplies; the integration of services for family planning, sexually transmitted infections including HIV/AIDS, and maternal child health; the promotion of dual contraception methods preventing both AIDS and pregnancies; and sustainability of family planning services.

## **Child Survival**

### **Recent Trends**

A few troubling trends surfaced in the most recent review of program results regarding child survival. Under-five mortality levels are increasing. In Cameroon, mortality levels climbed from 126 deaths per 1,000 live births in 1991 to 151 per 1,000 in 1998. Malaria remains a key reason for child mortality, contributing to over 25 percent of deaths in some countries.

A possible explanation for the increased mortality levels is that immunization levels are declining. For example, in Kenya, full vaccination coverage of children aged 12-23 months fell from 79 percent in 1993 to 65 percent in 1998.

Another trend that will undoubtedly have a greater impact in coming years is the high rate of HIV/AIDS infection. Over 30 percent of children born to HIV-infected mothers in sub-Saharan Africa will themselves become HIV infected, which will therefore increase mortality. In Zimbabwe, for instance, the child mortality rate without factoring in AIDS is 50 per 1,000 live births. With AIDS, the rate increases to 120 per 1,000.

There is, nevertheless, progress being made towards reducing child mortality. The use of oral rehydration therapy (ORT) for diarrheal diseases is increasing throughout sub-Saharan Africa. In Niger, for example, only 23.9 percent of children with diarrheal diseases received ORT in 1992, but by 1998, the figure had jumped to 64.4 percent.

In general, African governments are responding more quickly to the threat of epidemic. The duration of epidemics has decreased in several countries, as has case fatality. Twenty-three countries report

epidemic prone diseases within 48 hours of first case diagnosis, and two-thirds of African countries have a budget line for epidemic preparedness and response.

### **USAID's Contributions**

An Africa Regional Program that addresses decreasing levels of immunization resulted in the adoption of multiyear immunization plans in 27 countries, exceeding the target of 18. Increasingly, more countries are developing five-year immunization action plans, and currently 16 out of 46 countries are purchasing all of their own vaccines.

In USAID target districts in **Madagascar**, vaccination coverage increased from 57 percent in 1996 to 78 percent in 1998. In addition, Madagascar conducted its second national series of polio eradication days, successfully immunizing 99 percent of children under-five against the polio virus.



*An infant is given an oral polio vaccine.*

USAID **Nigeria** and its partners contributed to the success of Nigeria National Immunization Days (NIDs) by supporting the training of 700 immunization supervisors to oversee 1,500 NGO immunization sites. The Government of Nigeria estimates that coverage among children under-five with two doses of polio reached 93 percent after the 1997 NIDs and 100 percent after the 1998 NIDs.

The **Uganda** mission focuses on antenatal care (ANC) as the major intervention to reduce maternal deaths by preparing women for safe birth, providing care during the birth and postpartum periods, improving management of obstetrical complications, maternal nutrition, and better well-child care. In the past year, USAID's activities provided ANC during 214,000 visits, lowering the risk of mortality for an estimated 1,000 women.

The **Zambia** mission was instrumental in the development and launching of the Integrated Malaria Initiative. This initiative supports the accelerated



implementation of integrated management of childhood illnesses (IMCI), distribution of insecticide-treated mosquito nets, improved household management of illnesses, and improved use of chemoprophylaxis for pregnant women.

### Program Directions

Many challenges remain for USAID's child survival programs in sub-Saharan Africa. To meet them, through FY 2001, USAID missions will increase attention and resources to reducing the very high rates of maternal morbidity and mortality in the region through improvements in essential obstetrics care and maternal nutrition. Due to the concern about stagnating and declining immunization coverage rates, USAID will be targeting resources to both better understand the issues surrounding this reversal in trends and also to increase coverage in target countries. Malaria is one of the major killers of children in the region and many missions are beginning programs to combat this disease through improved case management and better health care practices within the community and household.

### HIV/AIDS

#### Recent Trends

The continuing spread and adverse impact of HIV/AIDS constitute critical threats to sustainable development throughout sub-Saharan Africa. In 1997, 13 sub-Saharan African countries had an estimated infection rate higher than 10 percent, up from 5 in 1994. Another 15 countries had between 3 and 10 percent of their populations infected. The most dramatic increases in HIV prevalence rates among adults ages 15-49 have been seen in Zimbabwe, South Africa, and Swaziland with prevalence rates of 25.8, 28.8, and 31.6 percent respectively.

Loss of many years of productive life due to the AIDS epidemic affects the economic viability of the household. But perhaps the largest demographic impacts of AIDS mortality will be on life expectancies and orphanhood. In Zimbabwe, without AIDS, life expectancy would have reached 70 years by 2010; with AIDS, life expectancy is projected to be less than 35 years. Of all the age groups, young adults are most likely to be infected with HIV/AIDS.

#### USAID's Contributions

Throughout the region, development targets were exceeded for activities that focus on building African capacity and donor coordination to fight the disease. USAID worked with the European Union, World Health Organization (WHO), and UNAIDS to create

and disseminate a series of toolkits to assist in understanding and reducing the impact of AIDS in a variety of sectors, including agriculture and transportation. The Civil Military Alliance to Combat HIV/AIDS held three workshops on lessons and cooperation between the civilian and the military sectors in preventing and mitigating the impact of HIV/AIDS. Sessions in both Francophone and Anglophone Africa led to the creation of three subregional networks that are sharing information within and among countries.

The WHO recently estimated the number of persons with HIV/AIDS in **Nigeria** at roughly 2.3 million, the third highest total in Africa and fourth highest in the world. Increasing condom sales is one important strategy used by the mission and its partners. Despite chronic fuel shortages that delayed resupplying shipments, condom sales increased to over 50 million in 1998, matching the record year of 1995. In addition, the mission has set a precedent in Nigeria by funding the establishment of three community home-based care and support projects for persons living with HIV/AIDS.

USAID/Senegal and the Government of **Senegal** worked together to contain the spread of HIV/AIDS through a combination of early and aggressive control efforts, including the involvement of religious, political, and traditional leaders; intensive information campaigns; and an effective epidemiologic surveillance system. The program focuses its communication strategy for behavior change on fostering the adoption of safer sexual behaviors and seeking care for sexually transmitted diseases (STD) among target groups. Survey results indicate these efforts are increasing condom use. Reported condom use increased from 70 percent in 1998 to 88 percent in 1999.

The Harmony Mines program in **South Africa** reduced sexually transmitted diseases among mineworkers by 40 percent over a nine-month period, and is now being replicated in at least one other mining community. In addition, the percent of health clinics in the Eastern Cape providing easy access to condoms (i.e., without consultation) increased from 27 percent in 1997 to 78 percent in 1998.

A recent population-based survey in Lusaka, **Zambia** revealed declining HIV prevalence rates in the 15-19 year old age group. USAID has worked with communities to plan, implement, and monitor HIV/AIDS and STD interventions. Results include: reaching approximately 60,000 people, the establishment of six voluntary community schools, and the development of a national training program in psycho-

social counseling to address the needs of orphans and vulnerable children.

### Program Directions

Rapid response is needed for scaling-up programs. This will require strong political and public commitment; improved surveillance and monitoring of the epidemic; and expansion of interventions, such as the condom social marketing program, STD treatment, education and communication, and voluntary counseling, testing, and information. It is also clear that to combat the disease, HIV/AIDS has to be treated as a development issue with a multi-sectoral approach. Other major obstacles include limited capacities to implement successful interventions, and border conflicts that hamper efforts to prevent or mitigate the effects of the disease.

### Agency Goal: The World Environment Protected For Long-Term Sustainability

#### Recent Trends

Environmental degradation in Africa continues to be a serious concern. Deforestation, declines in arable land, and loss of biodiversity are increasing throughout the continent, forcing people from their traditional lands into marginal or urban areas. In addition, the loss of freshwater resources, both through pollution and scarcity, has the potential to become a source of conflict, particularly in the Sahel and East and Southern Africa.

However, community-based natural resource management (CBNRM) programs are yielding positive results. Historically, local management of scarce natural resources is one of the most promising approaches developed and applied throughout Africa. This is particularly true when such management schemes are linked to market-oriented enterprises. Since 1991, average annual growth in income generated through CBNRM has doubled each year.

Satellite imagery shows that areas in Burkina Faso and Niger with long-term CBNRM programs are more densely vegetated than surrounding areas. In Botswana, 6,573 households were actively involved in CBNRM activities by the end of FY 1998, up from 420 households in 1993. As democratization takes hold, greater participation and community-based decision-making in natural resources management will result.

#### USAID's Contributions

A drafted law would allow private operators, supervised by a coordinator and steering committee, to manage 250,000 hectares of forests in southern



Suzanne Chase

*Examining a game reserve map in Ghana.*

**Mali** in an environmentally sustainable manner. The project seeks not only to promote sustainable management of forests, but also to become a major source of fuelwood and timber to Bamako and Sikasso.

In **Madagascar**, an environmental review process stopped mining operations in Isalo National Park and led to the annulment of 105 mining permits in adjacent areas. Four mining operations have also been closed in an area reserved for ecotourism.

In **Namibia**, women in the communities are major CBNRM benefactors. Thatching grass sales and craft productions comprise 51 percent of the program benefits generated last year and these benefits flowed exclusively to women. Women are also making gains in participation in the decision process on the conservancy management committees.

At the community level, the sense of local ownership for conservancy activities and the empowerment it creates is tangible and well developed. Four conservancies put over 1.65 million hectares of communal land under the direct management of conservancy management committees, exceeding the target for 1998 by 39 percent. Sixteen other conservancies are under various stages of development.

Following USAID-supported research and policy dialogue over the period 1988-97, **Uganda** enacted a new Land Act. The act replaces the disastrous 1975 land nationalization decree and provides a framework for increased security and transparency in land tenure. Uganda is now implementing the act, which will decentralize much of land administration.

### Program Directions

There are three general lessons from last year's program review process. First, USAID's environmental programs should be continued. Problems like

deforestation and water pollution will not be solved quickly, but long-term programs are netting positive results.

Second, there is a need to better anticipate change globally, regionally, and locally. Global climate change will clearly impact Africa. Increasing urbanization and industrialization will strain the already fragile infrastructure of most sub-Saharan countries. Africa's growing participation in the global economy will put additional pressure on natural resources. USAID should help African governments prepare now for these trends.

Third, USAID's environmental programs play a significant synergistic role in links with other Agency goal areas. Inroads in local management structures for natural resources lead the way in contributing to civil society and governance objectives. Long-term studies indicate that CBNRM spreads rapidly once the key enabling conditions—policies, institutions, and approaches—are established.

### **Agency Goal: Lives Saved, Suffering Associated with Natural or Human-Made Disaster Reduced, And Conditions Necessary for Political and/or Economic Development Reestablished**

#### ***Humanitarian Assistance***

##### **Recent Trends**

Nearly one third of USAID's spending in Africa goes towards humanitarian assistance, whether related to epidemic outbreaks, insect invasions, or food shortages. To better manage this, USAID has adopted a multifaceted approach aimed at minimizing the impact of these crises on populations in Africa. The goal is to prevent the onset of a crisis, or to mitigate its deleterious effects. USAID has pioneered several innovative programs designed to address the three major humanitarian assistance themes: tentative success in transition, deepening crisis in some countries, and the challenge of a strategic planning process to keep pace with a changing environment.

##### **USAID's Contributions**

Collaborating with national, regional, and international partners, USAID strives to improve both disease surveillance systems and the responses to disease of African countries. During the past year, USAID has used a holistic, interdisciplinary approach to assist countries that experience outbreaks of deadly diseases. Merlin, a USAID-supported NGO, recommended actions to stop the spread of an acute

hemorrhagic fever in Liberia. Country surveillance systems in Eritrea, Kenya, and Tanzania were assessed for effectiveness.

Additionally, USAID is engaged in efforts to combat invasions by pests such as grasshoppers and locusts. The African Emergency Locust and Grasshopper Assistance (AELGA) project provides USAID with a rapid-response mechanism needed to reduce the effects of an outbreak. When a locust outbreak threatened to initiate a plague cycle in Eritrea, AELGA quickly delivered pesticides there, halting the spread. Unfortunately, however, the border conflict between Eritrea and Ethiopia has negatively affected program performance in this area. In other regions, the program is training 800 crop protection officers and farmers in Mali, Mauritania, Namibia, Senegal, and Tanzania.

USAID has also made progress in identifying acute food crises, thereby developing strategies to meet the needs of food insecure populations. The Famine Early Warning System (FEWS) has responded to situations involving food insecurity and food needs. FEWS, collaborating with the Southern African Development Community, developed a vulnerability assessment methodology that the governments of Mozambique, Zambia, and Zimbabwe have employed. Mozambique, for example, used a FEWS vulnerability analysis to plan seed and tool distribution.

Rehabilitation of agriculture in Liberia continues to be successful. The distribution of seed rice and farming tools led to expansion in areas under rice cultivation and contributed significantly to the recovery of last year's harvest to over 70 percent of the prewar production. The successful resettlement of over 630,000 displaced persons along with vocational training for former combatants has also contributed to this recovery.

Despite adverse weather conditions, agricultural production increased dramatically in targeted areas of southern Somalia due, in large part, to a pilot program by the U.S.-based PVO CARE, which has rehabilitated canals, river embankments, and the farm-to-market feeder roads. This resulted in an enormous increase in the area under irrigation, from 4,000 to 53,000 hectares.

In southern Sudan, USAID's Nairobi-based regional office for East and Southern Africa supported a livelihoods intervention that increased local agricultural production and promoted the marketing of surplus crops. By the end of FY 1998, USAID-funded NGOs in the area helped revive livelihoods for some 100,000 people. NGOs provided a market for



surplus crops; this surplus production was then used for distribution among refugees and displaced populations.

### Program Directions

Where there is relative stability, there is the possibility for the successful development of sectoral programs. For example, Rwanda's program has developed sufficiently that activities are now reviewed in their specific sector areas instead of as humanitarian assistance. Liberia shows indications that if stability continues there, more serious sectoral efforts can begin.

The Africa Bureau continues to face a significant challenge in using its strategic planning and reporting process for programs in countries moving in and out of crisis. Many transition programs continue without clear strategic objectives. USAID needs to continue to reexamine the tools available within its strategic planning process to help manage programs within countries dealing with crisis.

### Conflict Prevention

#### Recent Trends

Conflict is obviously one of the most frequent disrupters to growth in Africa. In FY 1998, 10 USAID Africa missions reported that their country programs were being directly affected by conflict, including the bombings in Tanzania and Kenya. Only six USAID Africa missions reported that conflict was not an issue in their country. Understanding the type and timing of conflict is key; effective programming of scarce development assistance resources prior to the onset of conflict can reduce potentially skyrocketing costs during a relief situation. In 1994, for example, the cost of responding to the Rwandan conflict was equivalent to development assistance spending there for a decade.

#### USAID's Contributions

USAID's focus on conflict prevention has been notable through, for example, the success with the South Africa-based NGO, the African Centre for the Constructive Resolution of Disputes (ACCORD). ACCORD has been effective in promoting dialogue among various Liberian groups such as the government, opposition, civil society, and women's groups. The organization assisted the Nyerere Foundation in Tanzania as part of the Arusha Peace Process. They also facilitated in the organization of an Economic Community of West African States forum on conflict in West Africa. Finally, they continued their development of an early warning system by setting up

listening posts through out the continent and coordinating with other NGOs.

USAID's regional office for East and Southern Africa, through the Greater Horn of Africa Initiative (GHAI), has been working to strengthen African organizations in conflict management. Through USAID support, the Africa Dialogue Center held one of the first meetings for NGOs from 28 African countries working in conflict prevention, management, and response. GHAI is also launching two innovative conflict funds in collaboration with African organizations and USAID missions—one for quick responses to existing or emerging conflicts and the other for pilot activities to address longer term conflict.

### Program Directions

USAID has begun to examine conflict in several African countries including Kenya and Uganda.

Studies in Guinea and Tanzania identified factors threatening peace, including social conflict, and has begun to examine the relationship between conflict and development sectors. The recommendations in these studies move USAID closer to understanding the implications of conflict for strategic planning and programming.



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*Africa's future generations.*

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